

Message Text

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AMEMBASSY TAIPEI

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CINCPAC

C O N F I D E N T I A L MOSCOW 17442

CINCPAC FOR POLAD

E.O. 11652: ZGDS-1

TAGS: CH UR JA EFIS PLOS PGOV

SUBJECT: JAPANESE-SOVIET FISHING NEGOTIATIONS IN MOSCOW

REF: MOSCOW 15481

SUMMARY: THE SOVIETS HAVE MANAGED TO DEALY SPECIFIC NEGOTIATIONS OF SOVIET AND JAPANESE FISHING QUOTAS WITHING ECONOMIC ZONES UNTIL MID-DECEMBER, ONLY HALF MONTH BEFORE PRESENT AGREEMENT EXPIRES. JAPANESE DIPLOMATS HERE FEEL SOVIETS ALSO DELAYING ON HIGH SEAS FISHING ACCORD.

IT APPEARS THAT SOVIETS ARE PRESSING THEIR ADVANTAGES TO MAXIMUM IN CURRENT MOSCOW FISHERIES NEGOTIATIONS. END SUMMARY

1. THERE ARE CURRENTLY TWO JAPANESE FISHERIES NEGOTIATING TEAMS IN
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MOSCOW NEGOTIATING WITH THE SOVIETS ON (A) QUOTAS FOR TWO HUNDRED MILE

ECONOMIC ZONES AND (B) A FISHING AGREEMENT FOR FISHING IN AREAS OUTSIDE THE 200 MILE ZONES. ACCORDING TO JAPANESE DIPLOMATS, THE LATTER NEGOTIATIONS MUST BE FINISHED BY APRIL WHEN THE PRESENT LONG-TERM AGREEMENT ON HIGH SEAS FISHING EXPIRES.

2. NEGOTIATIONS ON QUOTAS: BOTH OUR MFA AND JAPANESE DIPLOMATIC CONTACTS

EXPECT THE NEGOTIATIONS TO CONCLUDE BY THE END OF DECEMBER (WHEN PRESENT PROVISIONAL AGREEMENTS EXPIRE). SOVIET MFA SPECIALIST ROZANOV TOLD EMBOFF THAT SOVIETS ARE INSISTING THAT AGREEMENT BE FOR ONE YEAR DUE TO POSSIBILITY THAT A LAW OF SEA ACCORD MAY BE COMPLETED WHICH MIGHT CONFLICT WITH QUOTA AGREEMENT. JAPANESE DIPLOMATS STATE THAT DISCUSSIONS ON THE NEGOTIATIONS SHOULD BEGIN TO FOCUS SPECIFICALLY ON

THE QUOTAS ABOUT MID-DECEMBER. THEY SAY THAT THE JAPANESE SIDE PLANS TO PUSH HARD FOR AN INCREASE IN THE JAPANESE QUOTA ABOVE LEVELS AGREED TO

IN THE PROVISIONAL AGREEMENT SIGNED EARLIER THIS YEAR. THEY ALSO COMPLAIN OF LACK OF JAPANESE LEVERAGE TO BACK UP THIS POSITION.

3. AGREEMENT TO REPLACE LONG-TERM ACCORD ON FISHING OUTSIDE ECONOMIC ZONES: OUR JAPANESE SOURCES STATE THAT, UNLIKE THE QUOTAS NEGOTIATIONS, THE JAPANESE HAVE DONE ALMOST ALL OF THE TALKING

SINCE THESE NEGOTIATIONS BEGAN NOV 10. SOVIETS HAVE MERELY RESPONDED TO SOME OF THE POINTS WHICH THE JAPANESE HAVE FORMALLY LAID OUT, INDICATING IN PARTICULAR THAT THEY INTEND TO TAKE A HARD POSITION REGARDING JAPANESE SALMON FISHING. (NOTE: IN RECENT CONVERSATION WITH EMBOFF, ROZANOV COMPLAINED ABOUT JAPANESE OVERFISHING OF SALMON CONFIDENTIAL

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AREAS AND CLAIMED US IS PRESSING JAPANESE TO RESTRICT THEIR SALMON FISHING TO WEST OF 185 MERIDIAN . END NOTE)

4. JAPANESE DIPLOMATS STATE THAT SOVIET FAILURE TO PRESENT ITS POSITION

IN THE HIGH SEAS FISHING NEGOTIATIONS IS WORRISOME. PAST PRACTICE INDICATES THE SOVIETS MAY BE AWAITING AN OPPORTUNITY TO SUGGEST THAT BOTH AGREEMENTS

BE MERGED INTO A PACKAGE. OR, CONCERNING THE HIGH SEAS FISHING AGREEMENT, SOVIETS MAY BE PLANNING TO STALL UNTIL EARLY NEXT YEAR WHEN APRIL EXPIRATION DATE OF PRESENT TREATY APPROACHES. THIS WOULD RAISE POSSIBILITY OF A "FISHING WAR" IN THE ABSENCE OF AN AGREEMENT. THE SOVIETS KNOW THAT THIS IS A SITUATION WHICH THE JAPANESE WOULD LIKE TO AVOID. ACCORDING TO JAPANESE DIPLOMATS, THE SOVIETS COULD ALSO ATTEMPT TO USE LAST MINUTE PRESSURE TO INSIST THAT THE JAPANESE AGREE TO BOUNDARY LANGUAGE DESCRIBING THE 200 MILE ECONOMIC ZONES THAT WILL UNDERCUT JAPANESE CLAIMS TO THE NORTHERN TERRITORIES.

5. COMMENT: THE SOVIETS, CITING VARIOUS REASONS, INCLUDING THE OCTOBER REVOLUTION CELEBRATIONS, HAVE BEEN RESPONSIBLE FOR POSTPONEMENT OF THE

QUOTA NEGOTIATIONS UNTIL THE END OF THE YEAR. JAPANESE CONCERNS
ABOUT
POSSIBLE SOVIET DELAYING TACTICS ON THE HIGH SEAS FISHING AGREEMENT
MAY ALSO BE WELL FOUNDED. FROM OUR VANTAGE POINT, WE WOULD INTERPRET
SOVIET DELAYING TACTICS AS DESIGNED TO REINFORCE THE STRONG
ADVANTAGES MOSCOW ALREADY ENJOYS IN THE NEGOTITATONS (REFTEL). AND, IF

PAST PRACTICE HOLDS TRUE, THE SOVIETS WILL BE PRESSING THESE ADVANTAGES

TO THE FULLEST IN ORDER TO EXTRACT CONCESSIONS FROM THE JAPANESE.
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